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ACTION EUR-25

INFO OCT-01 ISO-00 CIAE-00 PM-07 INR-10 L-03 NEA-10

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SECDEF WASHDC PRIORITY

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AMEMBASSY THE HAGUE

AMEMBASSY VIENNA PRIORITY

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S E C R E T SECTION 1 OF 2 USNATO 1271

E.O. 11652: GDS 12-31-82

TAGS: PARM, NATO

SUBJECT: MBFR DATA

VIENNA FOR USDEL MBFR

REF: A. BONN 3473 (NOTAL)

B. STATE 41013 (NOTAL)

C. VIENNA 1705 (NOTAL)

D. VIENNA 1703 (NOTAL)

E. USNATO 992

F. USNATO 982

G. USNATO 822

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H. STATE 27046 (NOTAL)

I. USNATO 693 (NOTAL)

J. USNATO 591 (NOTAL)

K. BONN 2067 (NOTAL)

L. STATE 19284 (NOTAL)

SUMMARY: THIS MESSAGE REVIEWS DATA DEVELOPMENT PROCESS IN NATO AND SUGGESTS METHODS OF ACCELERATING NATO AGREEMENT ON AIR MANPOWER FIGURES IN THE NATO GUIDELINES AREA (NGA). MISSION FURTHER SUGGESTS US BILATERAL POLITICAL APPROACH TO FRG AS BEST WAY TO RATIONALIZE DIFFERENCE BETWEEN EARLIER NATO ESTIMATE ON GROUND MANPOWER IN NGA AND CURRENT FRG HIGHER ESTIMATE. MISSION ALSO ADDRESSES PROPOSAL OF REQUESTING CAPITALS TO PROVIDE ACTUAL AND PEACETIME AUTHORIZED STRENGTHS TWICE A YEAR. US HAS NOT YET RESPONDED TO NATO REQUESTS FOR ACTUAL FIGURES FOR GROUND AND AIR MANPOWER IN NGA. END SUMMARY.

1. NATO USES DATA FROM DIFFERENT SOURCES FOR MBFR PURPOSES: NATO DRAWS ITS DATA ON NATO FORCES FROM NATIONAL SUBMISSIONS TO THE NATO FORCE PLANNING DATA BASE AND FROM COUNTRY REPLIES TO THE DPQ; NATO DRAWS ITS DATA ON WP FORCES FROM MC 161 - "WARSAW PACT STRENGTH AND CAPABILITIES", AND FROM RELATED INTELLIGENCE DOCUMENTS SUCH AS THOSE THAT RESULTED FROM FALL 1973 MC 224 INTELLIGENCE CONFERENCE ON TABLES OF ORGANIZATION AND EQUIPMENT. NATO DATA ARE DEPENDENT ON NATIONAL INPUTS AND ARE ONLY AS ACCURATE AND REFINED AS THE INPUTS ON WHICH THEY ARE BASED.

2. NATO ARRIVES AT THE TOTAL NUMBER OF NATO GROUND FORCES IN THE NGA BY ADDING UP THE VARIOUS NATIONAL TOTALS (SEE MILSTAM(MBFR)-31-73(REVISED)). NATO ASSUMPTIONS ARE (A) DATA REPRESENT ACTIVE DUTY MANPOWER IN NGA AS OF A SPECIFIC DATE, (B) BERLIN IS NOT CONSIDERED PART OF THE NGA, AND (C) RESERVES ARE NOT COUNTED AS PART OF ACTIVE FORCES. NATIONAL RESPONSES TO NATO DATA REQUESTS SOMETIMES DEVIATE FROM THE ABOVE CRITERIA. THESE DEVIATIONS ARE OFTEN POLITICALLY DRIVEN. NATO CAN
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QUESTION THE ASSUMPTIONS ON WHICH NATIONAL RESPONSES ARE BASED, BUT CANNOT FORCE A COUNTRY TO CHANGE ITS RESPONSE. NATO IS CURRENTLY UPDATING ITS DATA ON NATO FORCES TO END-1973 STATUS ON THE BASIS OF 1974 NATIONAL SUBMISSIONS TO THE NATO FORCE PLANNING DATA BASE.

3. THE ROUTINE WAY TO INTRODUCE NEW INFORMATION OR CHANGES ON WARSAW PACT FORCES IS THE ANNUAL MC 161 INTELLIGENCE CONFERENCE. THE NEXT ANNUAL CONFERENCE IS SCHEDULED FROM MARCH 25 TO APRIL 5. AT THE CONFERENCE, NATO DOES NOT ALWAYS EASILY REACH AGREEMENT ON CONTENT OF MC 161. (IN CASES OF DISAGREEMENT, INDIVIDUAL ALLIES HAVE OPTION OF RECORDING MINORITY VIEWS IN THE DOCUMENT.) FOLLOWING AGREEMENT BY NATIONAL REPS AT THE ANNUAL MC 161 CONFERENCE, THE

RESULTING DOCUMENT IS REFERRED TO CAPITALS FOR FINAL APPROVAL. NATO NORMALLY RECEIVES FINAL APPROVAL ABOUT SIX WEEKS AFTER THE CONFERENCE. ONCE MC 161 IS OFFICIALLY PUBLISHED, NATO AND MOST OF OUR ALLIES USE IT AS AGREED INTELLIGENCE ESTIMATES ON WP FORCES AND CAPABILITIES. THERE ARE OTHER VEHICLES FOR INTRODUCING NEW INFORMATION: FROM TIME TO TIME, NATO CONVENES SPECIAL CONFERENCES SUCH AS THE MC 224; MOREOVER, IF A COUNTRY DESIRES TO CHANGE MC 161 WITHOUT WAITING FOR THE NEXT ANNUAL CONFERENCE, IT MAY SUBMIT RECOMMENDED CHANGES TO NATO THROUGH THE INTELLIGENCE DIVISION, IMS, FOR REFERRAL TO CAPITALS FOR APPROVAL.

4. LAST FALL, THE US SUCCEEDED IN ATTAINING NATO AGREEMENT ON ESTIMATES FOR NATO AND WP GROUND MANPOWER IN NGA OUTSIDE OF NORMAL NATO DATA HANDLING MACHINERY. HOWEVER, OUR ALLIES RESIST SUCH AN APPROACH AND THE AGREEMENT MAY BE DEFECTIVE: FOR EXAMPLE, RECENT NATIONAL ESTIMATES SUBMITTED (PRINCIPALLY FRG) ON GROUND MANPOWER IN NGA ARE AT CONSIDERABLE VARIANCE WITH THE ESTIMATES WHICH (AT US INSISTENCE) NATO AGREED TO 3 MONTHS AGO.

5. IN LIGHT OF THIS BACKGROUND, WE RECOMMEND USING EXISTING DATA MACHINERY AT NATO FOR SEEKING FUTURE AGREEMENT ON DATA. IN ADDITION, WHEN NECESSARY, THE US SHOULD SUPPLEMENT EXISTING NATO MACHINERY WITH BILATERAL DEMARCHES AIMED AT FACILITATING NATO AGREEMENT.

6. AIR MANPOWER. STATE 19284 INSTRUCTED MISSION TO SEEK
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NATO AGREEMENT ON FOUR AIR MANPOWER FIGURES IN NGA: TOAL NATO, TOTAL PACT, US AND USSR. MISSION HAS BEGUN PROCESS TO SEEK SUCH AGREEMENT. THERE APPARENTLY IS NO MAJOR PROBLEM ON TOTAL NATO, US, AND USSR FIGURES, PROVIDED CURRENT ESTIMATES SUBMITTED TO NATO ARE NOT SIGNIFICANTLY REVISED. US (STATE 19284) AND NATO

ESTIMATES (USNATO 822) ON TOTAL NATO AIR MANPOWER IN NGA ARE ESSENTIALLY THE SAME; NATO OBVIOUSLY WILL ACCEPT US ESTIMATES ON OUR OWN AIR MANPOWER. ESTIMATES OF US AND FRG (BONN 3473) ON SOVIET AIR MANPOWER ARE ESSENTIALLY IN LINE (FRG IS COUNTRY WHICH HAS PREPARED WORKING DRAFT FOR AIR SECTION OF FORTHCOMING MC 161/74.)

7. PRINCIPAL OBSTACLE TO AGREEMENT ON AIR MANPOWER IS DIFFERENCE BETWEEN FRG AND US ESTIMATES ON NON-SOVIET WP (NSWP) AIR MANPOWER. WE WELCOME FOLLOW-UP (STATE 41013) AND BONN 3473) TO MISSION SUGGESTION IN USNATO 0822 TO CONSULT WITH FRG ON WP AIR MANPOWER ESTIMATES. IF BILATERAL MEETINGS BETWEEN US-FRG DATA EXPERTS DO NOT PRODUCE SATISFACTORY RESULTS, WE RECOMMEND US POLITICAL APPROACHES TO FRG IN BONN OR WASHINGTON AS BEST AND QUICKEST WAY TO RESOLVE DIFFERENCES (IN LIGHT OF REPORT I
N
BONN 2067 THAT GERMANS ARE LIKELY TO ADDRESS DATA QUESTIONIN

TERMS OF FRG POLITICAL GOALS).

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8. ON ASSUMPTION US AND FRG RESOLVE DIFFERENCES BETWEEN THEIR ESTIMATES ON NSWP AIR MANPOWER IN SHORT ORDER, US COULD ASK IN THE SPC FOR NATIONAL AGREEMENT BY A FIXED DATE TO NATO COUNTRY ESTIMATES ON NATO AIR MANPOWER, US ESTIMATES ON US AIR MANPOWER, AND FRG (AS DRAFTER OF AIR SECTION OF MC 161) ESTIMATES ON SOVIET AND NSWP AIR MANPOWER. ON THE LATTER DATA ANOTHER POSSIBLE APPROACH WOULD BE FOR US TO ASK AT LATE MARCH MC 161/74 CONFERENCE THAT NATIONS GIVE SPECIAL ACCELERATED APPROVAL TO CONFERENCE AGREED FIGURES ON SOVIET AND NSWP AIR MANPOWER.

9. IN MISSION VIEW, PROPONENTS WILL HAVE TO PUSH BOTH IN BONN/BRUSSELS AND IN VIENNA BEFORE NATO COUNTRIES WILL AGREE TO FORWARD AIR MANPOWER DATA TO AHG. FRG AND BELGIUM STILL OPPOSE ANY ACTION SUGGESTING NATO'S ACCEPTANCE OF SOVIET PROPOSALS FOR INCLUSION OF AIR FORCES OR AIR PERSONNEL IN REDUCTIONS (SEE USNATO 591). FRG AND BELGIUM APPARENTLY FEEL THAT PROVIDING AIR MANPOWER FIGURES TO AHG COMES CLOSE TO SUCH A SUGGESTION. IN FACT, FRG AGREEMENT TO DEVELOP AIR
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MANPOWER DATA AT NATO IS CONTINGENT ON INFORMATION NOT REPEAT NOT BEING FORWARDED TO AHG WITHOUT NAC APPROVAL (SEE USNATO 0822).

10. GROUND MANPOWER. THE PRINCIPAL REASON FOR THE CURRENT, HIGHER NATO ESTIMATE OF 803 THOUSAND (SEE MILSTAM-31-73 REV) IS THE SUBSTANTIAL INCREASE BY FRG OVER ITS EARLIER ESTIMATE (SEE USNATO 591, 0822, 982). IN MISSION VIEW, US COULD BEST ACHIEVE DOWNWARD ADJUSTMENT OF GERMAN FIGURE BY A BILATERAL POLITICAL APPROACH TO FRG, PARTICULARLY SINCE HIGHER FRG ESTIMATE IS APPARENTLY POLITICALLY DRIVEN.

11. NATO DATA EXPERTS SUSPECT FRG FIGURE OF 341 THOUSAND IS INFLATED THROUGH INCLUSION OF RESERVE FORCES. HOWEVER, FRG DEL CONTINUES TO INSIST THAT NO RESERVISTS ARE INCLUDED IN 341 THOUSAND. OTHER DELS SUSPECT, INCIDENTALLY, THAT FRG INSISTENCE ON HIGHER ESTIMATE MAY BE IN ANTICIPATION OF SOVIET PRESSURES FOR EARLY REDUCTION OF FRG FORCES. IF FRG PREVAILS IN HOLDING TO HIGHER ESTIMATE, NETHERLANDS, WHICH HAS RESERVED POSITION, WILL PROBABLY INSIST THAT SHORT LEAVE PERSONNEL BE INCLUDED IN ITS TOTALS.

12. MISSION HAS NO OBJECTION TO SUGGESTION IN VIENNA 1705 TO REQUEST CAPITALS TO SUBMIT BOTH AUTHORIZED AND ACTUAL FIGURES AND WILL MAKE REQUEST TO NATO IF WASHINGTON SO INSTRUCTS. WE NOTE ALL COUNTRIES WITH FORCES IN NGA EXCEPT US HAVE ALREADY PROVIDED ACTUAL STRENGTH FIGURES FOR BOTH AIR AND GROUND MANPOWER.

13. ON QUESTION OF A FORMAL UPDATE ON MBFR FIGURES TWICE A YEAR, MISSION SUGGESTS THAT COUNTRIES CONTINUE TO MAKE ONLY ONE FORMAL ANNUAL SUBMISSION TO THE NATO FORCE PLANNING DATA BASE (NATO DATA) AND ONE TO THE MC 161 CONFERENCE (WARSAW PACT DATA). ADDITIONALLY, ONCE A YEAR AT A MUTUALLY AGREE-ABLE FIXED DATE COUNTRIES COULD UPDATE FIGURES REQUIRED FOR MBFR PURPOSES. UPDATING WOULD HAVE TO INCLUDE SUPPORTING DOCUMENTATION AND IF APPLICABLE TO WP FORCES SHOULD BE CHANNELLED THROUGH IMS, INTELLIGENCE DIVISION.

14. MISSION APPRECIATES WASHINGTON'S EFFORTS TO ENSURE THAT US MBFR DATA PUT FORWARD FOR NATO AGREEMENT WILL TRACK WITH OTHER US SUBMISSIONS TO NATO (STATE 27046). THIS

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CONSISTENCY WILL GREATLY FACILITATE MISSION WORK ON MBFR DATA.
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